SPECIAL FALL 2003 EDITION

From the Higher Education Center for Alcohol and Other Drug Prevention

Alcohol, Tobacco and Other Drugs

Prevention File

- Academic Reform and Campus-Based Prevention
- Statewide Initiatives for Prevention
- Not Alcohol Alone: Other Drugs on Campus

TIPS for Bartenders

Last year in Iowa City, home to the University of Iowa, 2,291 people were arrested for underage possession of alcohol. But a state-sponsored alcohol training course that began in August for local bar employees aims to reduce underage sales and prevent intoxication. As of August 5 over 500 employees of 40 establishments had enrolled in the 20 sessions offered through August 15.

Lynn Walding, administrator for the state's Alcoholic Beverages Division, said the classes' popularity is an encouraging start to another University of Iowa school year.

"In just a few days, a new set of incoming students, fresh out of high school, will arrive on campus filled with high hopes, unlimited opportunity and boundless energy," he said. "Unfortunately, in recent years the return of students has also meant the return of alcohol problems."

The Training for Intervention Program, referred to as TIPS, is paid for with a $15,000 grant from the National Highway Traffic Safety Administration and offered for free to bar employees.

Walding said the Iowa City/Johnson County area was selected for the free TIPS courses because the community was serious about addressing alcohol-related problems, the local law enforcement efforts set the state standard and local bar owners needed help in their struggle to curb underage drinking.

Bar Limits in Minneapolis?

Complaints about excessive drinking and rowdy behavior near the University of Minnesota led City Council Member Paul Zerby of Minneapolis to do something about it. He has proposed changing a city ordinance to forbid most new on-sale alcohol licenses in a large part of his ward, which includes the university.

He also proposes forbidding the transfer of such licenses, with some exceptions. "I'm not trying to be the dean of students," said Zerby, who also has taught at the university. But he acknowledged being disturbed by destructive behavior near campus after some sports events—most recently, the Gophers men's hockey team's national championship in April.

"There is, in my mind, a kind of pervasive culture" that has plunged campuses "into a cycle of heavy binge drinking," he said. He wonders whether the area included in his amendment—largely north, east and west of the campus area—"is overserved with liquor establishments."

Crackdown on Illegal Student Drinking

When the school year began for the University of Arizona, Tucson police assured community leaders in the neighborhoods near campus that they would take a hard stance on illegal drinking by off-campus students.

Capt. John Leavitt, commander of the police midtown division, promised worried community leaders that police would arrest college students for underage drinking at the start of the academic year, partly as a deterrent.

That "should influence not just a new class of freshmen but other students, too," he said.

On May 7, 2003—the day before students took final exams—police raided a party taking place north of the main campus and arrested 74 people. According to the *Tucson Citizen* (August 31, 2003) police Sgt. Marco Borboa said city officers teamed with UA police to make the arrests after officers noticed a late-night party attended by about 100 people, many of whom looked underage.

Leavitt warned, "Another group of 74 will go to jail for underage drinking."

Bars Sue Underage Drinkers

Bars caught serving underage patrons are taking a new approach to recoup damages they incur from fines and loss or suspension of alcohol licenses.

The Boat Club, a bar near the University of Notre Dame, is suing over 200 underage patrons who were arrested in a January raid at the nightspot. It is asking for $3,000 apiece for misrepresentation—a type of civil fraud—based on the claim that the bar had reasonable grounds to rely on the patron's claims that they were of legal age.

"I was shocked and surprised—sort of in disbelief—I didn't think they could do this; I didn't think it was legal," one 19-year-old Notre Dame student arrested in the Boat Club said in a *Fox News* dispatch.

But it can indeed be legal. For example, John Korpita, owner of the Amherst Brewing Company in Amherst, Mass., successfully sued an underage patron for $3,713 in 1998. Korpita sued a University of Massachusetts senior after she used two fake IDs to enter his popular brewery.

When undercover state alcohol investigators discovered the underage student, Korpita was told that his liquor license could be suspended for a period of three days or he could pay a $2,500 fine. Korpita opted to pay the fine and then sued the student in civil court to recoup the loss.

Korpita said that liquor laws tend to be similar, unfairly placing a burden on alcohol retailers who are legitimately trying to prevent underage drinking. With high-tech fake ID production techniques that can make a bogus ID almost indistinguishable from a valid one, underage drinkers need to be held accountable.

But Joanne Stella, who defended three underage students who were sued by a Durham, N.H., grocery store for damages after the students used fake IDs to purchase alcohol, said that alcohol retailers are shirking their legal and ethical responsibilities when they try to recoup damages from underage customers who get arrested.

"I think people that are selling liquor feel frustrated that they should have to do what the law requires you to do to sell alcohol," Stella said. "If you are going to make money off a dangerous product, you have to accept the responsibilities that go along with that. This isn't selling milk and cookies."

Fake IDs

Fake identifications have been de rigueur for underage students wishing to purchase alcohol or go club hopping—and most of them rely on phony driver's licenses. While states are trying to make their driver's licenses more difficult to duplicate, students are getting more sophisticated in counterfeiting them.

Driver's licenses from most states now have holographic images, magnetic strips and text that is visible only under black light, features intended to make fake IDs easier to spot. However, students use high-resolution computer printers, laminating machines and instructions found on the Internet to match each new feature. These Websites have information on everything from how to make holographic images or magnetic strips and laminate cards to how various states' IDs are formatted. The sites invariably offer a disclaimer that the information is not intended for illegal use.

Continued on inside back cover

Prevention File is a publication of The Silver Gate Group
(Federal Tax ID: 33-0714724)

Prepaid domestic subscription rate: $25/one year, $40/two years, $55/three years. Bulk order discount prices available upon request. Canada: $29 USD/one year, Beyond: $39 USD/one year. Address: *Prevention File*, P.O. Box 420878, San Diego, CA 92142-0878
ISSN 1065-3961 (National edition)
ISSN 1065-3953 (Orange County edition)
ISSN 1065-3593 (San Diego County edition)
ISSN 1534-4495 (Ventura County edition)

Comments and suggestions are welcome.
Address letters to *Prevention File*, Silver Gate Group
P.O. Box 420878, San Diego, CA 92142-0878
Internet: prevfile@silvergategroup.com
http://silvergategroup.com

PREVENTION FILE

Contents

Special Fall Higher Education Issue 2003 • Volume 18, Number 5

COVER
"Grad"
by J. Lane Designs

Academic Reform and Campus-Based Prevention

By William DeJong

The lack of meaningful relationships between faculty and students is problematic. We know that such relationships help bind students to their academic purpose.

THE PREMISE OF ENVIRONMENTAL MANAGEMENT is that college administrators should foster an environment that discourages the misuse of alcohol and other drug use. Some prevention specialists have equated environmental management with alcohol control policies and stricter enforcement, but that is only part of what's involved. Also at issue is how colleges operate to achieve their academic mission.

Environmental management begins with an analysis of the environmental factors that contribute to alcohol and other drug use. One factor is that many students, especially at residential colleges, have few adult responsibilities and a great deal of unstructured free time.

In response, many institutions are investing in new recreational centers, hosting substance-free events and expanding the hours of operation for student centers, gyms and other alcohol-free settings. Other schools are developing or expanding community service programs that promote volunteer work.

But administrators need to do more than steer students away from trouble. They must also examine why the problem of excessive unstructured time emerged in the first place.

Academic Calendar

At many institutions, Friday classes are a thing of the past, and the three-day weekend has become institutionalized. Faculty might appreciate a free day to get caught up on research and writing projects, but does this really serve students well?

I was at Dartmouth College when there were Saturday morning classes. Was I happy about having a chemistry class at 8:00 a.m. on Saturday? No, but I also avoided getting into trouble on Friday night. And that was the whole point. The dean of freshmen, in a letter to our parents, explained that without Saturday classes their sons would leave campus on Friday afternoon for Boston, New York or Montreal, all just a few hours away, and our parents knew what that meant.

There are no more Saturday classes at Dartmouth. As a professor at Boston University, I never want to see them at my institution. But the underlying principle is still sound: students will not always spend free time profitably, and the academic calendar should be developed with that in mind.

Having a five-day workweek also sends an important signal about the institution's focus on its academic mission. In contrast, having a

three-day weekend every week sends a different message: "It's party time."

Faculty Advising

Instructors recognize that mentoring is important, but few of them truly embrace it. There's little external reward. Professional recognition comes from research and writing, not being a good advisor.

Most faculty members go through the motions. Students are told to seek out their advisor as needed, but only a few are bold enough to try. At some schools, advisors might have to approve course selections or sign paperwork, but it is the rare faculty member who goes beyond this pro forma requirement to establish a real connection.

But that connection is exactly what students need. Even at small institutions, students shuffle through their classes, usually anonymously, as part of a large audience for the performing lecturer. Small seminars offer a different experience, but students might be ineligible for those until their senior year.

The lack of meaningful relationships between faculty and students is problematic. We know that such relationships help bind students to their academic purpose. And a greater focus on their studies will help reduce their risk of misusing alcohol or using other drugs.

There is another consideration: conscientious advisors will be better able to identify students who are academically distressed and might be having problems related to substance use. Instructors need training on how to refer students who need help, but that won't matter if the students remain lost in an anonymous crowd.

Academic Standards

Grade inflation, and the threat it poses to academic integrity, is the subject of frequent commentaries in the higher education press. The primary concern is that students are insufficiently challenged and therefore get a mediocre education.

Writing for *The Chronicle of Higher Education* (April 6, 2001), Harvey C. Mansfield, a Harvard government professor, stated the problem well: "It is difficult for students to work hard, or for the professor to get them to work hard, when they know that their chances of getting an A or A- are 50/50."

Student surveys confirm that today's students are spending less time on their studies compared to previous generations. There is no need. They will get high grade-point averages anyway. At Harvard, over 90 percent of seniors graduate with honors, a designation based solely on their GPA.

Alcohol and other drug use is a symptom of this underlying problem. College students drink more than other young people. Why? One reason is that college life enables substance use by imposing relatively few demands. In contrast, young people not in college have jobs with early-morning start times and unforgiving bosses.

Reversing grade inflation will not happen overnight, but the first step is a recommitment to academic quality.

Right now there are forces at work that promote student disengagement and contribute to an academic environment that enables high-risk drinking and other drug use. Academic reform can help students become better integrated into the intellectual life of the campus, shift perceptions of social norms, and make it easier to identify students in trouble with alcohol or other drugs. ❐

William DeJong, PhD, is the director of the U.S. Department of Education's Higher Education Center for Alcohol and Other Drug Prevention.

ACADEMIC REFORMS FOR BETTER PREVENTION

DeJong says that to create an effective prevention program, college administrators need to grapple with the totality of the campus environment—everything that happens from admissions to graduation. He recommends the following actions:

- Revise the academic calendar
  - Hold Friday classes
  - Schedule more early-morning classes
- Promote faculty relationships with students
  - Put greater weight on faculty mentoring
  - Train faculty to identify and refer students in need
- Increase academic standards
  - Tackle grade inflation
  - Put greater weight on teaching
    - —Demand better-quality work
    - —Give more feedback
  - Increase the number of small seminars
  - Require students to do community service

Violence Prevention

Our overall goal is to assist institutions of higher education in reducing violence, crime and harassment in their campus communities.

WHEN IT COMES TO VIOLENCE ON COLLEGE CAMPUSES, two things are clear:

- First, it occurs in a variety of forms, from student hazing, to hate crimes, to assault and rape.
- Second, it affects not only student safety but also each institution's bottom line—it increases costs, lowers retention and absorbs resources that could be better used to further academics.

What is far less clear is what colleges can — or should—do to stop violent acts. Surely, some violence is unpredictable. But recent court decisions reflect the expectation that campuses will deal proactively with foreseeable risks to students or they may be held liable. Efforts to prevent violence should not be merely an exercise to avoid lawsuits, however, but rather, a set of integrated efforts designed to maximize the safety of all campus constituents and create a positive learning environment.

Are there ways to prevent violence on campus? Can campuses create and maintain a climate that reduces the likelihood of violence? What level of responsibility do college officials have in preventing violence?

The U.S. Department of Education's Higher Education Center for Alcohol and Other Drug Prevention has launched an initiative to answer these questions. Since it was founded in 1993, the Center's main focus has been on AOD prevention; but since substance abuse and violence often go hand in hand, that focus has included violence as well.

A Separate Focus

In 2000, the Department of Education directed the Center to expand its attention to violence and to consider it as a separate issue from alcohol and other drugs. Though violence may be related to substance abuse, the Center began to regard it as a distinct problem that needs to be addressed independently.

That same year, the Center invited 40 researchers, educators, college administrators, criminal justice experts and victim assistance advocates from around the country to meet and discuss what would eventually develop into a framework for violence prevention in higher education. Center staff facilitated discussions about the nature and scope of campus violence, causes and contributors to violence, and what campuses had been doing to address the problem. The group also discussed whether an environmental management framework was applicable to violence as well as alcohol and other drug prevention.

Linda Langford, PhD, associate director for violence prevention at the Center, took the valuable input from that meeting and summarized it into a presentation outlining a preliminary violence prevention framework. The goal of this presentation was to assist colleges in assessing their local violence problems and developing a targeted, synergistic set of prevention and intervention programs, policies and services. In the three years that followed, she presented this at conferences and sought feedback, conducted interviews with people in the field about their violence work and needs for assistance, studied the limited amount of literature on violence prevention in college settings and reached out to new organizations. This spring, she wrote a document outlining a framework for violence prevention in higher education that incorporates the lessons learned from all of these activities.

In July of this year, the Center convened a second meeting with a small, diverse group of

in Higher Education

professionals from across the country to review and provide feedback on the framework document.

The framework includes background information on the problem of campus violence, noting that data from a recent national survey of college students showed that 17 percent reported experiencing some form of violence or harassment in the previous year. In addition, a study of National Collegiate Athletic Association athletes showed that 79 percent had experienced some sort of hazing. Also, a 1998 study of hate crimes estimated an average of 3.8 such crimes per campus that year.

Langford noted in her opening presentation that, even while discussing these issues in an intellectual forum, we should keep in mind the real people who are affected. Just prior to the July meeting, for example, newspapers reported that two U.S. Naval Academy midshipmen had been charged with raping two of their freshman classmates, and a Furman University student had been sentenced to a year in prison for driving under the influence and causing a car crash that killed one of his fraternity brothers.

The Center's Goal

"Our overall goal is to assist institutions of higher education in reducing violence, crime and harassment in their campus communities," said Langford. "Right now, [campus officials] tend to have a reactive, after-the-fact response to violence. And, it is a fragmented issue. We are trying to help campuses integrate their responses to different types of violence and to examine their programs and policies to make sure they have efforts in place designed to prevent violence as well as respond to incidents."

Throughout the meeting, there were numerous discussions regarding language and definitions, many of which reflected the different professional perspectives held by the wide range of campus officials who deal with violence. For example, early on, some meeting attendees reported that some people on their campuses are sensitive about the term "prevention." They didn't want advocates concerned with sexual assault to feel that they were being told that survivors they work with could have prevented what had happened to them. Langford clarified that "prevention," in this context, is a public health term referring to strategies designed to reduce proactively the number of violent incidents across a whole campus population, rather than after-the-fact discussion of specific incidents. "I was distressed to learn that the term 'prevention' might be used by some to blame sexual assault victims," Langford said. "It was important for me to hear that feedback and it will affect how I use and explain that term in the future."

What is Violence?

One of the primary discussions at the meeting revolved around just how violence should be defined.

"Participants raised the question, 'Should campus officials focus just on the most serious incidents of violence or should efforts address all levels of violence?'" Langford said. "They said: 'It's easy to agree that rape is violent, but what about bullying?'"

Langford said there was support among the participants for a broad definition, but not too broad, for fear it would turn some campus officials away.

Most members of the group agreed it was important to address low-level violence because violence generally occurs on a continuum. At the lower end of the continuum are milder forms of violence, such as verbal insults, and at the higher end are serious acts such as assault and murder. Participants discussed the need to address milder acts, not only to protect victims of these acts, but because they may escalate to more serious incidents. However, participants agreed that creating responses for lower-level violent acts (those that are not actual legal violations) can be challenging.

Group members also agreed that the social climate of a campus needs to be considered. Is the climate accepting of violence or not accepting?

"We talked about campuses responding to the continuum of violence and creating a climate in which violence is less likely to occur, but most campuses are very far from having prevention efforts that cover the entire spectrum of violence," Langford said.

Most campuses also have a "fragmented" approach when they address the issue of violence, Langford said. They may have one office that deals with sexual assault, one that deals with hazing and another that deals with hate crimes. Representatives from those three offices may not even know each other, much less work together toward a common goal.

"Ideally, I would like to see a person on campus whose job includes coordinating and integrating overall responses to violence," Langford said. "This would not rule out separate offices to deal with different types of violence but would bring a focus to the general issue and the campus climate."

The Determinants of Violence

In the framework document, Langford noted that no single factor causes violence. However,

researchers have identified a number of determinants, including both individual characteristics and attributes of the campus and community environment.

"These factors can be further organized according to a 'social ecological framework,'" Langford wrote. "A social ecological framework is a commonly used public health model recognizing that health- and safety-related behaviors are shaped through multiple levels of influence . . . In a campus community, the following are examples of possible influences at each level:

- Individual factors, such as student, faculty and staff attitudes and beliefs about violence. Skills for negotiating conflict.
- Interpersonal or group processes, such as group norms regarding appropriate behavior. The response of bystanders to violence.
- Institutional factors, such as campus policies and procedures. The existence of high-risk settings that contribute to violence.
- Community factors, such as the level of violence in the surrounding community. The presence of drug markets, or the level of community law enforcement.
- Public policies that exert an influence on campus life, including presence and enforcement of federal, state and local laws and statutes."

Based on that framework, campuses must consider whether factors within their control tend to contribute to the likelihood of violence or injury. Langford said that campuses need to address risk factors at all levels of the social ecological model through multiple strategies. Campus officials should clearly convey their expectations for student conduct, create policies and procedures addressing each type of violent behavior and provide students with help for avoiding harm, as well as assisting survivors and sanctioning perpetrators.

Recommendations

Each campus is unique and has its own individual problems with violence. Even so, certain strategies will work on any campus. Langford offered the following recommendations:

- Engage in a problem analysis process to identify and target local problems and establish specific program goals and objectives.
- Draw from existing research, theory and logic about what might work to solve the targeted problems.
- Create a logic model and program plan. There should be a logical connection between program activities and desired results.
- Use multiple, coordinated and sustained prevention approaches designed to achieve synergy among program components. Most campuses already have programs in place to address violence, but many are one-time programs that aren't coordinated with other services. Prevention research shows that coordinated and sustained activities are more effective.
- Build collaborations and infrastructure in support of violence prevention efforts.
- Evaluate programs and policies and use results for improvement.

Participants

"I walked out of that meeting with a real understanding of how deep and complex the problem is," said Sarah Mart, director of health enhancement at the University of Montana, Missoula, and a member of the group. "It's such a multidimensional problem, and there are so many ways it shows up. Campuses are often dealing with just one aspect of it when we need a more in-depth approach."

Sue Rankin, senior diversity planning analyst for Pennsylvania State University, studies campus climate and diversity. She was excited to report that she had recently completed surveys at several institutions across the country and, working independently, made recommendations for making campus environments more welcome and inclusive that are very similar to those made in the Center's Violence Prevention framework.

Chuck Cychosz, support services manager for the Ames, Iowa, Police Department and a meeting participant, said the gathering provided an opportunity to talk to people who are working on the same issues and to learn from them. Ames is home to Iowa State University, and Cychosz formerly worked for campus police.

Cychosz said the gathering brought together a broad cross section of people from completely different perspectives, who found it incredibly informative to meet and talk with each other about their work.

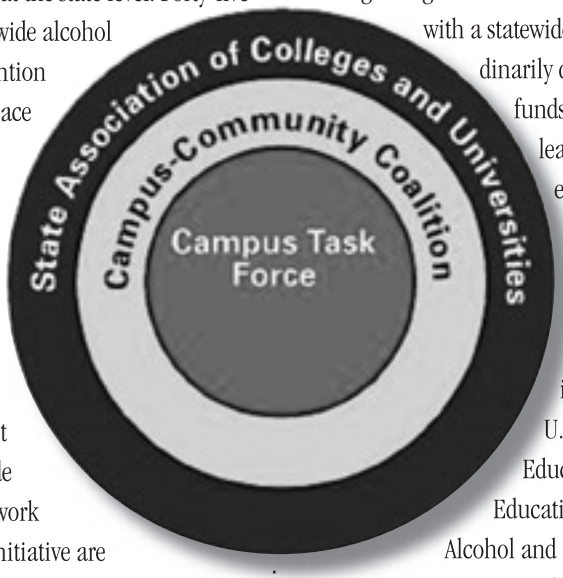
The Future

Langford said the framework document will be revised based on participant comments and sent out for further review. The final document will be issued in both brief and longer formats and be made available to college administrators, violence prevention specialists and others working on programs related to the issue. The Center will add materials to its violence prevention Website (www.edc.org/hec/violence), will create additional publications, and hopes eventually to offer training to campus professionals.

STATEWIDE INITIATIVES FOR PREVENTION

Getting colleges and universities involved with a statewide effort is extraordinarily difficult without funds; and when the leader of an initiative effort leaves, it can mean a setback.

STATEWIDE INITIATIVES for prevention of alcohol and other drug problems at colleges and universities—and surrounding communities—work on two levels: stimulating work at the campus-community level and making policy and systems changes at the state level. Forty-five states now have statewide alcohol and other drug prevention initiatives either in place or in development, and case studies in Ohio and Illinois are showing some positive preliminary results.



Compared with campuses that are not involved in a statewide initiative, those that work with their statewide initiative are significantly more likely to have or plan to have the following:

- a campus alcohol and other drug prevention task force,
- a campus and community coalition and
- a strategic plan.

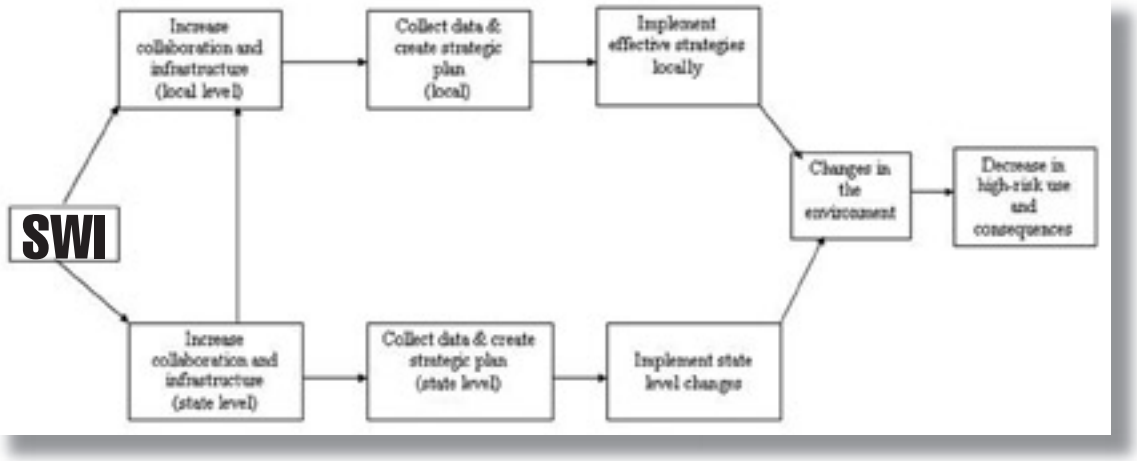
They are also significantly more likely to implement or have plans to implement the following:

- environmental strategies—especially development and enforcement of laws and policies, and normative environment; and
- other evidence-based strategies, specifically brief screening and motivational interviewing.

However, states still face challenges in creating and implementing statewide environmental efforts to curb underage and high-risk drinking among college students. Primary among those challenges are a shortage of funding and turnover in initiative leadership on campuses.

Getting colleges and universities involved with a statewide effort is extraordinarily difficult without funds; and when the leader of an initiative effort leaves, it can mean a setback.

To support the development of these initiatives, the U.S. Department of Education's Higher Education Center for Alcohol and Other Drug Prevention convened the first Statewide Initiatives Leadership Institute. The next four, also convened by the Center, were supported by The Robert Wood Johnson Foundation. This year's Institute—held in June in Minneapolis—brought together representatives from colleges and universities, prevention organizations, state coalitions working to reduce underage drinking and state government substance-abuse offices and alcohol beverage control agencies to focus on policy and the process of changing policy. State teams developed action plans for state and local policy change. Meeting topics included "Working With State



With the environmental management approach, there is a coordinated effort to change the campus and community environment.

Legislators," "Working With Local Officials," and "Media and Communication Strategies." While some states have full-fledged, established initiatives, others are still in the planning stages. Some initiatives have been funded by grant money; others are struggling to stay together with no funding. Community groups, campus administrators, state officials and others have started statewide initiatives.

The Center has supported the formation and growth of statewide prevention initiatives since the 1990s. These efforts are in keeping with the Center's promotion of an environmental management approach to prevention. The Center has identified the following five specific factors in the campus environment as contributors to alcohol and other drug use:

- excessive unstructured free time for students;
- the widespread belief that college drinking is normal, with associated campus structures contributing to that impression (for example, the absence of scheduled classes on Friday mornings, which sends a message that students are expected to drink on Thursday nights);
- the abundant availability of inexpensive alcohol;
- aggressive marketing and promotion by liquor outlets aimed at college students; and
- inconsistent enforcement of laws and policies.

In summary, a student's decision to drink or use drugs is based on campus social norms and expectancies, campus policies and procedures, the availability of alcohol and other drugs, the enforcement of regulations and laws and the availability of alcohol-free social and recreational options.

The Center has also determined that these environmental risk factors suggest five corresponding strategies for environmental change:

- offer and promote social, recreational, extracurricular and public service options that do not include alcohol;
- create a social, academic, and residential environment that supports health-promoting norms;
- limit alcohol availability both on and off campus;
- restrict marketing and promotion of alcoholic beverages both on and off campus; and
- develop and enforce campus policies and local, state and federal laws.

To help with the development and maintenance of statewide initiatives, the Center's staff has provided workshops on environmental management, strategic planning, assessment and evaluation, fund raising, use of the media, presidential involvement, and statewide initiative leadership skills.

The essence of the environmental management approach to alcohol and other drug prevention is for college officials, working

Once an initiative is started, the biggest challenge is to keep it going.

in conjunction with the local community, to change the campus and community environment that contributes to alcohol and other drug problems. Such change can be brought about through an integrated combination of programs, policies and public education campaigns. With the environmental management approach, there is a coordinated effort to change the campus and community environment in order to produce a large-scale impact on the entire campus population, including students, faculty, staff and administrators.

Ohio Parents for Drug Free Youth, a nonprofit prevention organization, started the first statewide initiative in Ohio in 1996 and it is still going strong. The initiative began with the commitment of 19 colleges and universities and now boasts a membership of 41 four-year institutions.

Connie Block, project director for OPDFY, said that the organization realized that student drinking is not a problem of colleges alone, but of the entire community, and that the entire community needs to deal with the problem.

"It has to be a group effort," Block said. "Simply having an alcohol and other drug prevention department on campus isn't enough. One prevention person can't change the whole environment."

Rebecca Matusovich, who is leading the Maine state initiative from her position as prevention specialist for the Maine Office of Substance Abuse, agreed that changes can only be made with collective action.

"No campus is an island," she said. "No one campus created this problem. It was created by larger forces, and we have to look at the synergy of all of the forces that created this."

That can be a challenge in Maine, which has mostly small, rural campuses that tend to be short on staff. Members of those staffs can be wearing so many hats it's hard for them to take time for outside efforts. Also, the state of Maine recently closed its Bureau of Liquor Enforcement, one of the main partners in the initiative effort.

Still, Matusovich isn't daunted. "All the more reason for a statewide initiative," she said.

When it comes to such challenges in maintaining a statewide initiative, more established states can help emerging states. OPDFY has offered some ideas for dealing with common problems. The recommendations follow:

- Turnover in campus prevention staff can be a critical barrier. This barrier can be reduced by bringing members to the campus initiative team from many sectors—community, enforcement, government, nonprofit groups and so on. That way, some members of the team remain constant even when others change.
- Most campuses suffer from a lack of resources: budget, time, facilities and expertise. One way to deal with that is to stress the coalition as an opportunity to divide responsibility for prevention activities. If the campus doesn't have resources, perhaps an outside group could provide them.
- Some groups suffer from a lack of presidential/high-level administrative support. College presidents should receive regular information about initiative activities. Even better, college presidents can be asked to chair initiatives.
- Coalitions sometimes lack a sense of purpose or deviate from environmental management philosophy. Employment of the *College Alcohol Risk Assessment Guide* (see www.edc.org/hec/pubs/cara/) can help identify current issues and stimulate discussion of the best ways to address them.
- Coalitions sometimes suffer from a lack of planned evaluation measures. The Center's website offers information on evaluation.

Davidson said that the Center will continue to offer support to statewide initiatives. "Once an initiative is started, the biggest challenge is to keep it going," she said. "Given time and resources, they are making changes. But, it's a huge effort that won't happen overnight."

For more information on statewide initiatives visit www.edc.org/hec/swi.

Q&A WITH JOHN D. WILEY

John D. Wiley, chancellor of the University of Wisconsin-Madison, is the 27th leader of the university. He assumed office Jan. 1, 2001. From 1994 to 2000, Wiley served as the university's provost and vice chancellor for academic affairs. From 1989 to 1994, Wiley was dean of the UW-Madison Graduate School and the university's senior research officer. From 1986 to 1989, he served as associate dean for research in the College of Engineering. Since 1996 UW-Madison has participated in A Matter of Degree (AMOD): The National Effort to Reduce High-Risk Drinking Among College Students, a national initiative of The Robert Wood Johnson Foundation.

As provost and now as chancellor, you have been leading the effort to curb high-risk drinking among your students. What made you decide to speak out on this issue?

A: It was a combination of things. We had one of the Robert Wood Johnson Foundation grants to address high-risk drinking among the students. When the director of our health service, who was the principal investigator of that grant, left the university he asked me if I would take over. I suddenly found myself in charge of a program that I hadn't started. I was already aware that high-risk drinking was a very serious health and safety problem on campus as it is on every big campus, probably every campus of any size. It appeared to me that this project had engaged the community in a lot of discussion, but there was too much talk and not enough action. There weren't any concrete, specific initiatives. I thought if I'm going to do this, I'd like to do something that will get people's attention and make a difference and pass the project off to the next person with some concrete accomplishments under its belt. And that's what I tried to do.

You've talked about wanting to change attitudes both on and off campus, stating that some try to trivialize the problem of high-risk drinking, while others ignore it entirely. How have you addressed this problem?

A: In a variety of ways. This issue benefits from staying on people's radar. In other words,

most anything that we can do to publicize that this is a problem that people should be thinking about, talking about and trying to address is positive. We did a few things—held meetings jointly with local tavern owners, made proposals that we knew were going to be provocative or controversial, and generated a fair bit of community discussion. I started attending city council meetings and meetings of our alcohol license review committee, which surprised people. We decided to testify whenever an alcohol license in our neighborhood came up for review or whenever someone requested a new license. We began meeting with the applicants for new or renewed licenses to discuss with them any concerns we had about their particular establishment or about the problem in general. As a result we've managed to get quite a number of local establishments to engage in more responsible alcohol service.

What strategies are you using to reduce the problem of students' high-risk drinking?

A: We focus on the environment—literally everything associated with this issue. We remind alumni that it's not terribly helpful if the only thing that they talk about and laugh about and remember about their college days was how drunk they got and how much fun they had at parties where multiple kegs of beer were consumed and that sort of thing. That's part of the environment. Another part is the onslaught of alcohol advertising, such as the number of establishments that advertise drink specials and things said in the student newspapers that tend to trivialize or laugh at alcohol-related behavior. We called attention to the amount of money spent on cleaning up vandalism after Friday and Saturday nights.

We are not naïve enough to think that any one measure is going to solve this problem once and for all. I suspect that it will never be solved completely. You address problems incrementally and hope to get some improvement. If we make a hundred changes and each one makes an almost trivial difference and almost all those differences are in the same direction, it will add up to something. That's our strategy.

What results, both on and off campus, have you seen in response to your efforts?

A: Last year, we got a couple dozen of the local tavern owners to agree to a voluntary ban

on drink specials, such as "2 for 1"or "buy a shot, get a free beer." We've been keeping tabs on police reports for about the past six months since the ban went into effect. The ban is in effect Friday and Saturday nights only. We tried to include Thursdays, but they didn't. Those who run the project released interim data that shows some positive improvements. It is promising interim data; I am not personally convinced that it's statistically convincing, but it seems to be pointing in the right direction.

Do you have the support of faculty and others in administration? If so, how did you build that support?

A: I didn't really have to build support because there was a great deal of pent-up concern and emotion about these problems. Almost as soon as I started speaking out, I began getting letters and e-mails from faculty and staff and parents, with horrifying stories about what happened to their kids or to the students in their classes. I haven't received a single e-mail or letter or personal communication from any university employee that was critical of our efforts. Most of the messages have been personal stories and "keep up the good work." But it's a different reaction when it comes to students and tavern owners. The most vocal students say that this is something akin to prohibition; that the university shouldn't have a position on it; that consuming alcohol, at least if you're 21, is legal, and therefore we should just stay out of it. By banning drink specials, we're raising their cost of living.

Every measure that we suggest generates hypothetical negative consequences. For example, we're told that if we do things to make it more expensive or less convenient to drink heavily in bars, we will force students to drink at house parties that are even more unsafe. So, we're also trying to address house parties. But, I would rather be doing something than just sitting around saying that this problem is too hard and we can't do anything about it.

The university has provided alcohol-free alternatives for its students. How have students responded to these options?

A: The first time we had an alcohol-free party, which was heavily advertised, about a dozen or fewer students showed up. We have 41,000 students on campus, so I think that would have to be declared a flop. But we persevered. The second time it was more like 100 and the third time it was several hundred, and now our alcohol-free dances and parties and events get very good attendance. It just took a while to catch on. But this won't solve the problem. By and large these events draw the students who never were a big part of the high-risk drinking culture. They're looking for an alternative where they won't be harassed or thrown up on or assaulted by drunks.

What kinds of policies and action would you like to see at the local and state levels to address the problems of high-risk drinking and other drug use among students?

A: On this campus, high-risk drinking is a problem so much greater than other drug use that I would stay focused on alcohol for now. I would like to see a broad ban on either sales or advertising practices—such as drink specials—that encourage or enable people to drink more than they intended to. The Tavern League is opposed to this for partly pragmatic and partly ideological reasons. They think they are regulated enough already and don't need more government interference on how they run their business. I can sympathize with that attitude. On the other hand, if nobody could have drink specials then it would no longer be a competitive advantage for anyone. In fact, I think a good case could be made that they actually could be more profitable businesses if they didn't have to offer such deep discounts trying to outdo each other in lower prices. We will wait to see how our pilot project goes with the voluntary restraint. If we have good enough evidence about reduced problems, maybe we can convince them.

What are some obstacles that you have faced in addressing students' alcohol and other drug use at the University of Wisconsin?

A: It's mainly attitudinal. A fraction of the students here and everywhere feel that the "Animal House" experience is almost a right of people their age. They think it's a "rite of passage," something to look forward to and enjoy, free of consequences, and that we shouldn't do anything to interfere with that right. I'm not saying this is a prevalent view, but enough students seem to feel this way that it has been the closest thing we have had to an obstacle to making progress. I won't say that we have overcome it. We have probably bifurcated the student body a little bit. In other words, if it was a bell-shaped curve of drinking habits, with most people somewhere in the middle and a few at the two extremes—the complete teetotalers and those who drink heavily every day—my guess is that the middle has gone away and we have a larger number of heavy drinkers and a larger number of abstainers. I can't prove that, but that's my sense.

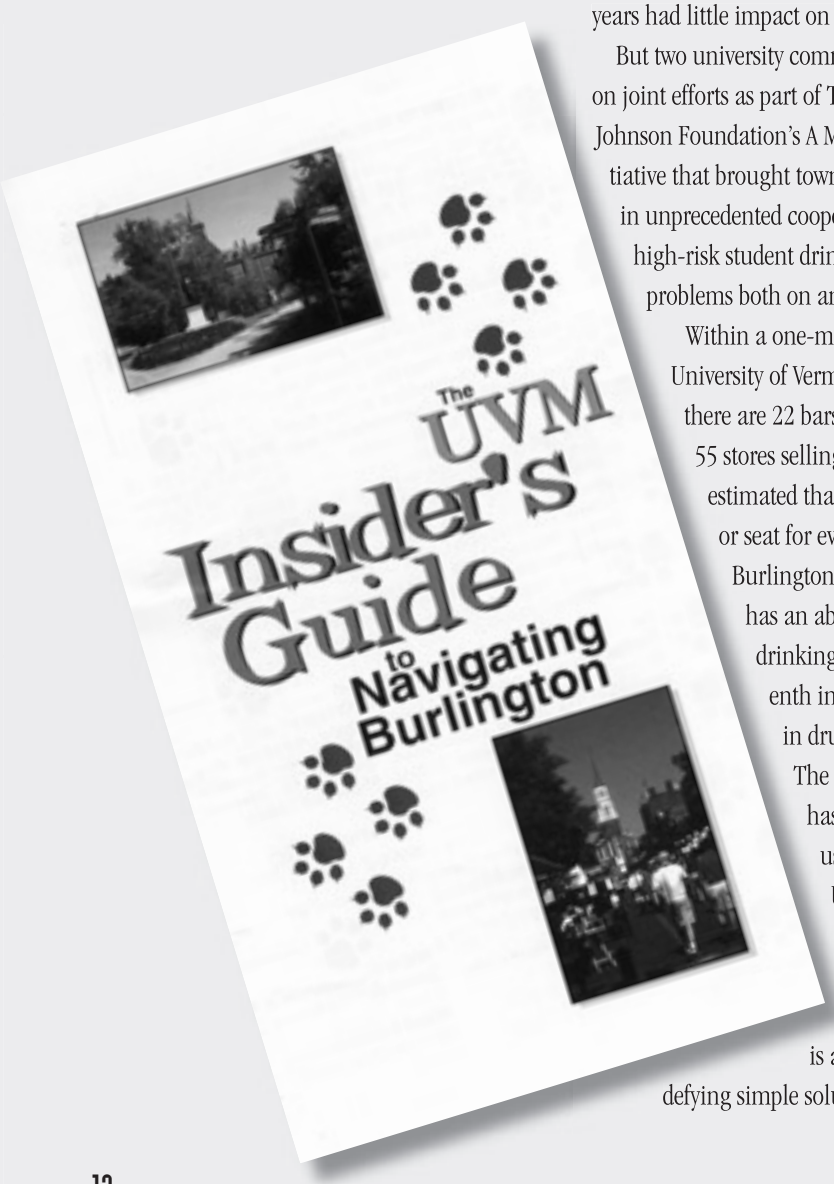
Do you have any advice for other academic leaders on how to become more involved in preventing high-risk drinking and other drug use by students?

A: Sure, just jump in and get started. ❐

TOWN-GOWN COOP

PROBLEMS RELATED TO STUDENT BEHAVIOR have caused much finger-pointing between communities and universities. Community residents and city officials are frustrated because the university doesn't control its students when they are off campus. Community environments that promote high-risk drinking behavior and provide students with easy and often illegal access to alcohol frustrate universities. And measures taken by campuses over the years had little impact on reducing problems.

But two university communities embarked on joint efforts as part of The Robert Wood Johnson Foundation's A Matter of Degree initiative that brought town and gown together in unprecedented cooperation to address high-risk student drinking and related problems both on and off campus.



Within a one-mile radius of the University of Vermont in Burlington there are 22 bars and restaurants and 55 stores selling alcohol. It's been estimated that there is one bar stool or seat for every three residents of Burlington. The state of Vermont has an above-average binge-drinking rate and ranks seventh in the nation per capita in drunk-driving deaths. The Northeast in general has high rates of alcohol use and the majority of UVM students grow up in the Northeast. At UVM, as in society, high-risk drinking is a complex problem defying simple solutions.

UVM and the city of Burlington were selected to be an AMOD site in 1996. The application and goals centered on the general thematic areas of alcohol-incident response and prevention, a sense of belonging, communication and environment. The name selected for the project—Coalition to Create A Quality Learning Environment—underscored the project's focus on quality-of-life issues for students and community members alike.

Peter Clavelle has been Burlington's mayor since 1990. He said that UVM is an "incredible asset to this community. Burlington would not be the dynamic, livable city that it is if it were not for the University of Vermont. The university brings immense cultural, educational and economic benefits to the community. However, a university with a student population of approximately 9,000 students in a community of 40,000 is a large presence."

Clavelle also said that the university and its students have some negative effects on the city of Burlington. "When you scratch below the surface, you find that many of the negative impacts are connected to the use and abuse of alcohol. The Robert Wood Johnson Foundation's A Matter of Degree project presented an opportunity for Burlington and UVM to work together as a community to address issues of over-consumption, binge drinking and unacceptable student behavior."

On August 23, 2002, the city of Burlington and UVM issued a "Joint Statement of Student Off-Campus Behavior, Quality of Life Issues." This statement outlined nine new initiatives that would be launched in the Fall 2002 semester, "all designed to tackle our mutual problems directly and expeditiously."

ERATION

Those initiatives are as follows:

- In close cooperation with the mayor and with Burlington police, the university will expand its follow-up program to include an immediate contact with every student receiving a quality-of-life-related citation, rather than waiting for that violation to be adjudicated. UVM will place students on notice that administrators are aware that a violation has been issued and that university disciplinary action may follow.
- To make sure that this policy of early intervention is as effective as it can be, the city will improve its police protocols to provide UVM with the information it needs to hold students accountable for their behavior.
- Once citations are adjudicated, UVM will initiate disciplinary action when appropriate within its code of student conduct. The outcomes of a disciplinary proceeding may range from a warning letter to dismissal from the university. This represents an unprecedented level of university commitment to taking institutional action directed toward off-campus student behavior.
- The city will strengthen its Noise Ordinance by increasing fines, particularly for violations involving noisy house parties.
- The university will also use other means at its disposal to deal with problem behavior, including early and direct intervention with "problem houses" by university officials in cooperation with city officials and notification of parents for student alcohol, and drug-related violations, under protocols of federal student privacy law.
- All UVM students will receive a direct communication from the university president notifying them of their responsibilities both on and off campus and outlining the serious consequences of problem behaviors.
- On a pilot basis for the fall semester, UVM's Campus Area Transportation System will provide a service between campus and downtown Burlington until 2:30 a.m. on Thursday, Friday and Saturday nights in an effort to reduce late-night student foot traffic through neighborhoods.
- For the first time, police officers from the university and the city will work in concert—via joint patrols—to address student off-campus behavior issues, with Burlington police issuing citations if necessary. The teams will patrol targeted neighborhoods on high-activity nights, especially in early fall and late spring.
- The city will file public nuisance actions in Chittenden Superior Court against landlords and tenants when notices and tickets fail to stop disruptive behavior or blighted conditions.

The joint statement concludes by saying: "The quality of life in Burlington is important not only to city residents, but to the University of Vermont as well. UVM students are a positive aspect to the community, and the vast majority are good and productive citizens. As in most university towns, though, conflicts inevitably arise. The steps outlined today represent effective strategies for addressing chronic problems, and both Mayor Clavelle and [University of Vermont] President Fogel look forward to working closely with city officials, local residents and students to improve and strengthen this vibrant community."

UVM is an incredible asset to this community. Burlington would not be the dynamic, livable city that it is if it were not for the University of Vermont.

The University of Delaware and the city of Newark have also been an AMOD campus community project since 1996. From that year until 2001 the number of alcohol licensees operating within walking distance of the University of Delaware increased by about 40 percent, but neither the city of Newark nor the university had grown in size. With all the additional alcohol outlets, prices started to fall as outlets competed with one another, making it more affordable for college students to drink. In addition, student parties in the neighborhoods were causing problems for community residents, who complained of noise, vandalism and general bad behavior fueled by alcohol. The Building Responsibility Coalition (BRC)—made up of campus and community representatives—adopted policy goals aimed at reducing or eliminating high-risk promotional activities by bars on Newark's Main Street and reducing the negative secondhand effects of high-risk drinking behavior on neighborhood residents.

On November 12, 2001, the mayor appointed an Alcohol Commission. The 11-member advisory group appointed by Mayor Hal Godwin was charged with making recommendations to the city council on policy matters concerning alcohol sales, consumption and enforcement. City Planning Director Roy Lopata was appointed chair of the commission. In December Lopata also became a member of the Coordinating Council of the BRC.

"Hopefully [the commission] will make some really good recommendations and take stock of where we are now and where we have to be with

Out of the all the Commission's recommendations, I feel there are only one or two that are going to have a positive impact. Some of them will have no impact and some will actually have a negative impact.

alcohol control," Lopata said at the time the commission was formed.

When the commission issued its report in March 2002 its preface said:

"No Easy Task . . . Just a brief while ago, the Mayor and Council of the City of Newark asked a small group of Newark-area residents, businesspeople, city and university officials to come together to develop a master plan to help guide Newark's leaders as they continue their decades-long effort to combat the negative impact of the abuse of alcohol beverages. We were told to take a comprehensive look at all aspects of the liquor regulatory landscape so that the people's representatives could fashion new approaches to the often intractable and age-old dilemma of alcohol consumption in a college town. And, by the way, report back by April 1!

"Our response—a detailed outline of the Mayor's Alcohol Commission's view of key alcohol beverage problem areas and suggested programs and policies linked to them—represents many hours of primarily volunteer labor, passionate and thoughtful debate, and a careful weighing of the pros and cons of each proposal, insofar as time allowed, with the result, we trust, a guide or blueprint that will enable the mayor and council to successfully respond to the problems and perils of alcohol abuse. And that still remains . . . no easy task . . ."

The first step, according to the report, was for the Mayor's Alcohol Commission to develop a collective understanding of alcohol beverage abuse "problem areas" or "areas of concern." To that end the commission reviewed detailed reports from Newark Chief of Police Gerald Conway and University of Delaware Director of Public Safety Larry Thornton.

Further, the commission agreed that it would then devise solutions within liquor regulatory areas under Newark's control—police enforcement, land use and business licensing. It functioned as an advisory and deliberative body and did not seek public comment during its meetings.

The commission issued 22 recommendations, ranging from new regulations on signs promoting alcohol to new fee structures for business licenses for alcohol outlets.

An opinion columnist in the *News Journal* (May 19, 2002) responded this way to the report: "Newark has a history of intellectualizing and dithering over its problems forever—forming committees, debating, negotiating, making sure all positions are represented. Accurately identifying a problem and passing legislation designed to deal with it are options, not imperatives . . . So it's heartening to see the resolve with which officials have attacked the task of overhauling alcohol laws. In just a few months, a panel has called for a clutch of new laws, and public hearings are generating the rare sound of grateful public approval."

A number of the Mayor's Alcohol Commission's recommendations have been adopted by the city council, such as increased business fees for alcohol outlets to fund enforcement efforts and doubling of fines for "extreme DUI," which is for driving with blood-alcohol levels of 0.16 and over. The city of Newark has a 0.08 blood-alcohol level for DUI. State law is 0.10.

But not everyone was satisfied by the commision's recommendations. On November 25, 2002, the Downtown Newark Partnership Merchant Committee presented a unanimously passed resolution to the city council asking that it repeal the recently passed fee structure.

Bob Ashby is a longtime Newark businessman and has owned the historic Deer Park Inn on Main Street for about a year. He is also a member of the BRC's Policy and Enforcement Task Group. He said that the success of that commission is questionable. "Out of the all the commission's recommendations, I feel there are only one or two that are going to have a positive impact. Some of them will have no impact and some will actually have a negative impact."

Ashby was especially critical of the commission recommendation to place restrictions on happy hour price promotions that was adopted by the city council. "You have to be able to market. Responsible management is what controls overconsumption. People don't overconsume simply because something is cheaper. They come into your business because it's cheaper."

Newark continues to enact policies aimed at reducing alcohol-related problems. In March 2003, the city council passed an ordinance prohibiting passengers in vehicles from possessing open containers of alcohol. The previous law only prohibited drivers from having an open container and a police officer had to see the driver actually drinking. Newark is the first city in the state of Delaware to pass the open container law.

For more information on the AMOD projects see www.alcoholpolicysolutions.net

Editor's note: *Some information for this article was excerpted from A Matter of Degree's Advocacy Initiative: A Case History of a Robert Wood Johnson Foundation Project.*

NOT ALCOHOL ALONE: OTHER DRUGS ON CAMPUS

Although marijuana is the most prevalent drug other than alcohol on college campuses, designer drugs have recorded the most dramatic increase in popularity.

WHAT IS THE DRUG OF CHOICE ON COLLEGE CAMPUSES TODAY? Overwhelmingly, the answer is alcohol. The Core Institute's 2001 Campus Survey of Alcohol and Other Drug Norms reports that fully 85.3 percent of college students have used alcohol in the past year, 74.4 percent in the past 30 days.

But alcohol is not the only drug that college students use. According to the Core Institute survey, more and more of them also use a variety of other drugs, from marijuana to designer drugs to amphetamines. The most frequently used of these other drugs (excluding tobacco) is marijuana with 36.4 percent of college students saying in 2001 that they had used it in the past year. That is four times the percentage of students who used designer drugs, the second most popular drug. Throughout the 1990s, marijuana use rose steadily. From a low of 24.2 percent in 1990-92, the 2001 rate of 36.4 percent marks an increase of about one-third.

Marijuana users engage in other high-risk behaviors. According to a Core Institute 1995-96 study that compared marijuana users to nonusers, 98.7 versus 75.4 percent also used alcohol, 75.7 versus 30.2 percent also used tobacco, 30.2 versus 12.5 percent drank alcohol the last time they had sexual intercourse and 13.3 versus 0.7 percent used other drugs the last time they had sexual intercourse.

The table below details the Core Institute's complete list of drugs and the percentage of college students who use them. The figures are from the 2001 survey.

Although marijuana is the most prevalent drug other than alcohol on college campuses, designer drugs have recorded the most dramatic increase in popularity. Core Institute figures show that in 1998, 3.8 percent of college students said that they had used a designer drug within the past year. In 2001 that number had more than doubled to 9.1 percent. A separate 2001 study published by the National Institutes of Health (L.D. Johnston, P.M. O'Malley, & J.G. Bachman, *Monitoring the Future: National Survey Results on Drug Abuse*) shows 15 percent of college students

Drug	Used within the past year (%)	Used within the past 30 days (%)
Alcohol	85.3	74.4
Marijuana	36.4	21.9
Designer Drugs	9.1	2.9
Amphetamines	8.5	4.5
Hallucinogens	6.3	2.1
Cocaine	5.1	2.4
Sedatives	4.4	2.2
Inhalants	2.2	1.0
Opiates	2.1	1.0
Steroids	0.9	0.7
Other	2.5	1.2
Tobacco	46.5	34.8

reporting that they had used methylenedioxymethamphetamine (MDMA)—also known as ecstasy and the most widely used of the designer drugs—in the past year, a sevenfold increase from a decade earlier. The study documents similar spikes among college students in the use of the designer drugs Rohypnol (the so-called date-rape drug), ketamine (an anesthetic intended primarily for animals and, like Rohypnol, a date-rape drug) and gamma hydroxybutyrate or GHB (the designer drug that causes the highest number of overdoses, especially when mixed with alcohol, according to testimony of Glen R. Hanson, PhD, acting director of the National Institute on Drug Abuse, in a hearing before the Senate Caucus on International Narcotics Control, on December 4, 2001).

Designer drugs are often called club drugs because students take them at dance clubs and raves. They use ecstasy, for example, for a euphoric energy that seems to enhance their ability to dance, socialize and stay awake all night. Ecstasy, however, can be dangerous. The drug interferes with the body's ability to regulate its internal temperature. Thus, extremely high body temperature can occur in those who take the drug and then dance in crowded, poorly ventilated rooms. Rapid consumption of water in an attempt to cool down can sometimes cause low salt levels. Emergency room visits associated with ecstasy have jumped along with the use of the drug. According to the Drug Abuse Warning Network, a National Institute of Drug Abuse project that tracks drugs-abuse data for federal health authorities, 319 such visits occurred in 1996 and 5,524 such visits occurred in 2001, a 17-fold increase in five years.

For some college students, use of designer drugs begins well before they arrive on campus as freshmen. The 2002 *Monitoring the Future* study notes that 4.3 percent of 8th graders, 6.6 percent of 10th graders, and 10.5 percent of 12th graders had used ecstasy at least once in their lifetimes. Although these percentages remain relatively low, they are climbing.

While the use of designer drugs among college students is increasing, so is the illegal use of prescription drugs. On many campuses across the country, students take the amphetamines Ritalin or Adderall not to help them dance or socialize but to help them study. These drugs are replacing the traditional caffeine and No-Doz regimens of students who attempt to pull all-nighters to cram for a final test or write a critical paper.

Ritalin is a mild stimulant prescribed to treat attention deficit/hyperactivity disorder, or ADHD. (Adderall is a bit stronger; doctors prescribe it when Ritalin is ineffective.) In recent years, Ritalin use has skyrocketed. As doctors have recognized the drug's effectiveness in controlling hyperactive behavior, they have written more and more prescriptions for it. And contributing to the widespread use of the drug is the possibility, reported by the media, that Ritalin is sometimes prescribed for children who do not need it. Pharmaceutical companies have boosted production to keep up with the demand; production rose from 3,890 pounds in 1990 to 32,905 pounds in 2000, according to the Drug Enforcement Administration.

When students who take Ritalin enter college, Ritalin enters college, too. There, absent parental supervision, students are tempted to share the drug with their classmates. According to the Indiana Prevention Resource Center fact line, the pills command a price of anywhere from $3 to $15 but cost only 25 to 50 cents each. Selling Ritalin is illegal—considered drug trafficking—but arrests are few.

A small number of college students take Ritalin for nonacademic purposes. *The Boston Herald* (May 21, 2001) reports that students crush and snort the drug for a cocaine-like high. In addition, college women take it to help them lose weight.

Students who use Ritalin without a prescription can experience increased heart rate and elevated blood pressure. This is especially true when doses are snorted, because snorting accelerates the speed at which Ritalin enters

the central nervous system. In rare situations, contends Lawrence Diller, author of *Running on Ritalin,* cardiac arrhythmia and even death can occur. (CNN.com, Jan. 8, 2003)

As many as one in five college students has used Ritalin or similar drugs illegally according to a 2002 University of Wisconsin study, and campus officials are beginning to take notice. At the University of Miami's Coral Gables campus, posters warn of the dangers of using prescription drugs as all-night study aids. At Ohio University, health and wellness staff members carefully evaluate students before recommending Ritalin.

Given the consequences of other drug use, it is at first surprising that prevention programs targeted specifically at these drugs (other than alcohol) are hard to find on college campuses. Beth DeRicco, PhD, associate director at the U.S. Department of Education's Higher Education Center for Alcohol and Other Drug Prevention, explains:

"Everybody is pretty clear that the primary problem is alcohol-related so that is where the focus is." Due to the illicit nature of other drug use, campuses most often enforce state and federal laws and "it's taken care of," she says.

But, according to DeRicco, the environmental measures that prevent alcohol problems can be adapted to prevent the abuse of other drugs. Law enforcement is one of those environmental measures, and it is ongoing at campuses across the country. Statistics recently released by the Department of Education show that drug-related arrests are up. In 2001, a 5.5 percent increase capped a ten-year rise. At Pennsylvania State University where the number of drug-related arrests was highest, police officials attribute the arrests to tougher enforcement by resident advisors and a new willingness by students to report illicit drug use to authorities (*Chronicle of Higher Education,* May 16, 2003).

Despite the efforts of law enforcement, marijuana, designer drugs, prescription amphetamines and other drugs continue to be a growing presence on college campuses. Although alcohol is far and away the drug of choice among students, these other drugs affect student life. They should not be overlooked.

Editor's note: *For the Core Institute's Campus Survey of Alcohol and Other Drug Norms, see http://www.siu.edu/departments/coreinst/public_html.*

ENERGY DRINKS

So-called energy drinks have gained popularity among college-age students. A 2001 survey of 1,081 college students found that 22 percent reported consuming energy drinks. The beverage industry views energy drinks as a growth market. Red Bull, originating in Austria, controls nearly two-thirds of the energy-drink market in the United States, earning $300 million in 2002 and $1.2 billion worldwide.

Energy drinks fall under the 1994 Dietary Supplement Health and Education Act, which states that products deriving from herbs and natural sources are classified as food, rather than as drugs. These legal products, which produce appealing, steroid-like effects, are marketed heavily to college-age athletes, club-goers, dancers and partyers. The energy drink and herbal industry's vast marketing presence has created an environment where students understand little about these products' adverse effects.

Energy drinks are loaded with caffeine, sugar, and other ingredients such as ginseng, taurine, guarana, and B-complex vitamins. Some energy drinks, such as Extreme Ripped Force contains 25 milligrams of ephedrine, more than three times the limit the U.S. Food and Drug Administration recommended in 1997. One energy drink, Xtreme NRG, contain ephedrine. Extreme Ripped Force contains 25 milligrams of ephedrine, more than three times the limit the U.S. Food and Drug Administration recommended in 1997. One energy drink, Hansen Beverage Company's Hard E, contains 5 percent alcohol. Red Bull promises increased "physical endurance . . . reaction speed and concentration . . . mental alertness (stay awake) . . . overall feeling of well-being . . . metabolism [and] stamina."

But adverse effects include dehydration, insomnia, headaches, nervousness, nosebleeds, and vomiting. Reports claim that energy drinks have caused even more severe reactions, such as seizure, heart arrhythmia and death. The stimulating effect of energy drinks is deceiving, causing people to feel less intoxicated than they actually are and making it harder for bartenders to determine whether their patrons should no longer be served. As a result, people may be more inclined to drive while impaired.

For more information on energy drinks see the Higher Education Center's publication Infofacts Resources: Energy Drinks and Ephedrine on College Campuses *at www.edc.org/hec/pubs/factsheets/energy-drinks.html.*

Higher Education Alliances in California

The goal is to reduce alcohol-related harm and provide a living and learning environment that will encourage students to succeed academically.

NEWSPAPER HEADLINES ARE ALL TOO OFTEN A JARRING REMINDER that colleges and universities are still grappling with problems related to student drinking.

"Fraternities suspended after deadly brawl," reported one California daily in early 2003, covering an off-campus incident involving California State University students and other students. The article quotes a neighbor of one fraternity house who pointed to the role that alcohol plays in Greek life: "For a long time, there has been fighting, drinking and partying. It starts on Thursday and continues through the weekend."

A Southern California daily reported, "Rowdy frat row needs taming, officials say." The article detailed a long-running tension between Greek houses and neighbors adjacent to another CSU campus. The backdrop for the story was $100,000 in damages wreaked during the last house party thrown by a fraternity chapter facing eviction.

Faced with alcohol-related problems that seem to be endemic to college life across the country, California higher education in recent years has embarked on an ambitious partnership with state government and local communities that are home to college campuses. The goal is to reduce alcohol-related harm and provide a living and learning environment that will encourage students to succeed academically.

All three sectors of California's public higher education system, which has over 3.5 million students, are now involved in the California Governor's Prevention Advisory Council: community colleges, California State University, and the University of California. The CSU and UC systems have also entered into a memorandum of understanding (see sidebar) with six state government agencies. The state MOU signatories helped secure federal underage-drinking and traffic-safety funds to supplement available state resources. One agency, the California Department of Alcoholic Beverage Control, also commissioned the U.S. Department of Education's Higher Education Center to conduct two assessments of the CSU system during the first half of 2003.

The impetus for the California Alcohol Issues Partnership grew out of the CSU's adoption, in 2001, of a comprehensive, systemwide, alcohol problem–prevention policy (see *Prevention File*, Vol. 17, No. 2, Spring 2002). Recognizing that alcohol was much more than just a campus problem, CSU chancellor Charles Reed initiated dialogue with California Governor Gray Davis, resulting in the MOU's enactment in February 2002. In March 2003, then UC president Richard Atkinson brought the UC system into the same agreement with the state Business, Transportation and Housing Agency; state departments of Alcoholic Beverage Control, Alcohol and Drug Programs, and Motor Vehicles; the California Highway Patrol; and state Office of Traffic Safety. The result has been the sharing of federal traffic-safety and underage drinking grants with CSU and UC.

Local partnerships are binding campuses and communities in a shared commitment to identify and reduce alcohol-related problems. Eight CSU campuses are combining the resources of campus and community police and district ABC agents to decrease the likelihood of service to underage youths and obviously intoxicated individuals by licensees or at private house parties.

In addition to making its longstanding LEAD training program for bar owners, managers and servers available to outlets in the

ENHANCED PREVENTION PILOT CAMPUSES

Eight Cal State University campuses are participating in enhanced prevention activities that began during the 2002-2003 academic year and will continue through 2003-2004. These joint efforts—designed to deter underage drinking and other illegalities—involve campus and municipal police departments, the state ABC, and campus and civic leadership. Early results from those partnerships already up and running are promising:

- Chico Police Department officers briefed a statewide law enforcement conference on management of crowds attracted to the downtown bar district for Labor Day, Halloween and St. Patrick's Day. In recent years, Chico and campus police, with help from the Butte County Sheriff's Department and California Highway Patrol, have reduced problem incidents associated with these holiday events. The Chico law enforcement task force has also conducted decoy operations to deter alcohol sales to minors, resulting in license suspension for one retailer.
- By June 2003, the Fresno Police Department outreach program resulted in visits to 37 retailers and 25 Cops in Shops operations. A team from ABC, city police and campus police has also been helping develop policies for more safely managing tailgating at Bulldog football games.
- Hayward, an east San Francisco Bay community, has experienced an active program of engaging licensees. Forty employees and managers completed the Cal ABC LEAD (Licensee Education on Alcohol and Drugs) training in spring 2003. Police took action against off-sale licensees selling alcohol to minors and cited nine adults who illegally purchased alcohol for minors. Thanks to a citizen tip, police also cited a retailer for selling beer without an ABC license.
- District investigators for ABC, Long Beach Police Department detectives, and CSULB officers continue to conduct inspections at on- and off-sale premises surrounding the campus.
- Seaside police are monitoring establishments in this city neighboring the Cal State Monterey Bay campus.
- The annual Sacramento Bridge to Bridge Water Festival saw an increased police presence resulting in citations for minors in possession. Other enforcement activities resulted in arrests for impaired driving and for public consumption in an area not authorized for drinking.
- San Bernardino Police Department and ABC conducted parking lot enforcement at a popular nightclub catering to college students and issued ten citations to minors in possession of alcoholic beverages.
- CSU Sonoma lies within two Northern California cities, Rohnert Park and Cotati. Rohnert Park trained 44 Public Safety Department officers in the enforcement of ABC and alcohol-specific laws as well as recognition of fraudulent driver's licenses, courtesy of ABC and the Department of Motor Vehicles, both CAIP-participating state agencies. ABC investigators and Cotati police completed decoy and shoulder tap operations, making two arrests for clerks selling to a minor. Of the seven licensees visited with the minor decoy, five received congratulatory letters and two received "sold alcohol to minor" letters.

EXEMPLARY PRACTICES

Here are some exemplary practices cited by some California State University campuses from the Higher Education Center's first CAIP report (January 2003).

- At San Jose student fees pay for prevention as part of health services.
- Cal Poly San Luis Obispo's president published an op-ed piece encouraging good neighbor relations in both the campus and city newspapers.
- San Marcos and Sonoma participate in ABC licensing hearings to impose health and safety conditions on nearby alcohol licenses. Several other campuses, including Sacramento and San Diego, engage alcohol retailers in ongoing dialogue to promote voluntary responsible sales and service practices, such as less reliance on low drinking prices as a marketing ploy to students.
- San Diego's Community-Collegiate Alcohol Prevention Partnership has wide participation from representatives of other area campuses and has spawned new working relationships between campus and municipal law enforcement and the state ABC. It has also been a springboard for development of the San Diego County presidents' forum, which includes almost a dozen campus chief executive officers who are committed to reduction of alcohol-related harm.
- Sacramento plans to reduce the number of alcohol-related items sold in the campus bookstore, and Chico has already done so. Shot glasses and beer mugs, often supersized and bearing the seal of the university, may contribute to the myth that drinking alcohol is an indispensable part of the college experience.
- Sacramento has modified policies at football games to control tailgating and use of alcohol in the stadium, which reportedly has resulted in a dramatic decline in alcohol related problems. Fresno, responding to mayhem at its football stadium, changed last call for alcohol sales from the end of the third quarter to halftime.

pilot project sites, ABC has assisted with developing tailgating policies at CSU Fresno, has participated in on-campus health fairs and attends the Governor's Alcohol Advisory Council meetings.

Are these efforts making any difference?

A number of indicators suggest that problems are going down. The Higher Education Center's assessment of the eight CSU campuses that are part of a pilot project funded in part by ABC found evidence of environmental prevention strategies associated with lower levels of problem drinking, including

- alcohol-free social, extracurricular and public-service options;
- a health-promoting normative environment;
- restricted marketing and promotion of alcoholic beverages both on and off campus;
- limited alcohol availability; and
- increased enforcement of laws and policies.

In July 2003, CSU Chancellor Reed gave a progress report to the system's board of trustees detailing accomplishments in the two years since the trustees enacted the comprehensive policy. While characterizing the data as preliminary, the chancellor's report noted trends toward less alcohol use by students and a reduction in alcohol-related incidents.

Californians will learn more about promising prevention practices affecting higher education in upcoming years as the Prevention Resource Center in Berkeley implements Safer Colleges and Universities, an experimental five-year demonstration research project funded by the National Institute on Alcohol Abuse and Alcoholism.

"Too often, where evaluations are available, they involve one or two intervention sites, leaving open the possibility that their results may not generalize to other campuses. We plan to take the experiences gained by our and others' community prevention interventions to evaluate the impact of a comprehensive, community-based campus intervention. The project will involve eight campuses in an effort to understand how educational and risk-management strategies may work alone and in combination in the context of a campuswide prevention effort," says principal investigator Robert Saltz, PhD.

What the future may hold

The California Governor's Prevention Advisory Council has embarked on strategic planning for prevention. Some of the areas the council will consider include the following:

- Adoption in California of a common set of problem indicator data as a threshold for periodic campus and community coalition and systemwide surveillance and self-assessment. Such data are available from campus and community law enforcement, health service and other sources, such as campus residential services, in addition to survey findings of student behavior and attitudes.
- A multi-year, multi-site workplan of learning and technical assistance to expand CAIP to all segments of California higher education, to advance adoption of higher standards of practice regarding alcohol problems statewide. The Higher Education Center's second CAIP report outlined such a workplan.
- Adoption of local alcohol permit fees to support enhanced community monitoring, education and enforcement with alcohol retailers, as done in Alameda County and the cities of Oakland, Santa Cruz and Santa Rosa (see *Prevention File*, Vol. 18, No. 4, Fall 2003).
- Adoption of house party ordinances that hold adult hosts and homeowners responsible for underage alcohol consumption within their premises, as done in a number of California cities, including San Diego, Oceanside and Poway.

For more information about CAIP, including the biennial progress report to the CSU trustees and both Higher Education Center assessment reports, please visit www.atc.ucsd.edu/hec/CAIP/index.htm.

Continued from inside front cover

Underage students play a cat and mouse game with authorities, bartenders and bouncers as they attempt to thwart the minimum purchase age. According to an account in *The Arizona Republic* (August 25, 2003), around the Arizona State University campus, bouncers and Tempe police collect fake IDs from just about any state every week. Many students see using a fake ID as a rite of passage—even a fun challenge—but the consequences for bars caught serving underage drinkers can be fines, loss of their license and sometimes criminal charges.

Alcohol licensees train staff to spot false IDs and invest in scanners designed to ferret them out. Police departments are also getting into the act. According to *The Washington Post* (August 31, 2003) the Washington, DC, police department became the first in the country to use small scanners—they look like miniature fax machines—to crack down on fake IDs in 2001.

The ABCs of Preventing Underage Drinking

The Mississippi Department of Alcohol Beverage Control is training alcohol licensees on up-to-date ways of spotting fake IDs used for liquor and beer purchases. The new training comes at a time when computer scanners and identification offered through the Internet are making the task of detecting fake IDs more difficult.

And Mississippi towns that are home to higher-education institutions will be a major focus of the Cops in Shops program, as well as restaurants, concerts, bars and special events. Cops in Shops is a program in which agents pose as business employees checking identification.

"New arriving students [in college towns] can fully expect to see us out in cooperation with local police departments and sheriff departments," said ABC Agent Pat Daily in *The Clarion Ledger* (July 15, 2003).

Reducing Student Drinking and Driving

The University of California, Santa Barbara won the $5,000 grand prize in a competition among universities in western states to develop and implement programs to prevent student drinking and driving.

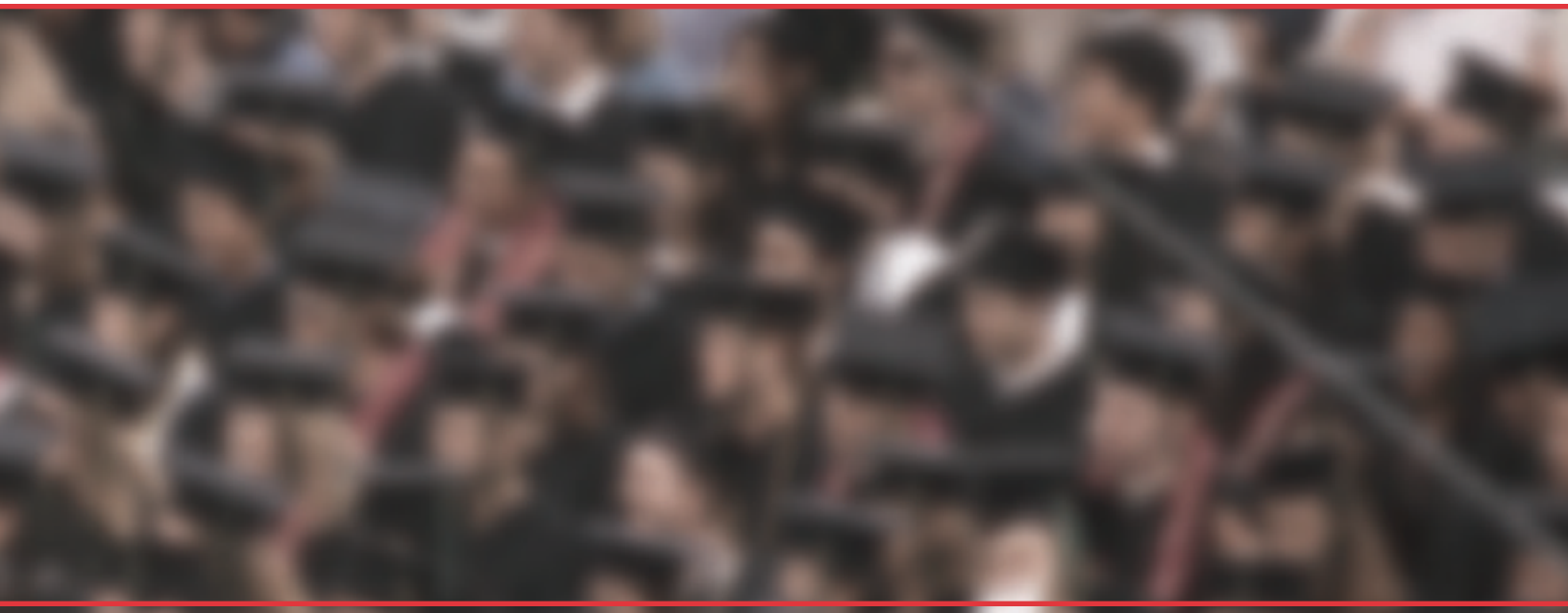
"UCSB won the grand prize this year for its programs requiring parental notification in the event of an arrest or citation for alcohol or other drugs, for coordinating Isla Vista landlords to help prevent substance abuse, and for continuing efforts to stop bicycling under the influence," said Steven Bloch, PhD, coordinator of the College and University Drinking and Driving Prevention Awards Program for the Automobile Club of Southern California.

The Isla Vista Responsible Landlord Program sets consistent standards and strengthens tenant contracts regarding sanctions for alcohol and other drug abuse problems. In addition, if a UCSB student is arrested or cited for intoxication, the student's parents receive a letter of concern from the campus with referral to sources of assistance.

"Each of these programs is quite distinctive and represents innovative ways in which UCSB attacks the problem of student drinking," Bloch said.

State prize amounts of $1,000 each were awarded to Texas A & M University, the University of Nevada, Reno and Southwest Texas State University.

The College and University Drinking and Driving Prevention Awards is a joint program of the Automobile Club of Southern California and the Higher Education Center for Alcohol and Other Drug Prevention. AAA Northern California, AAA Texas, AAA New Mexico, AAA Hawaii, AAA Utah and AAA Nevada also participate.



Silver Gate Group

P.O. Box 420878, San Diego, CA 92142-0878

E-mail: prevfile@silvergategroup.com

Internet: http://silvergategroup.com